

**Rocky Flats Site
Legacy Management Public Involvement Plan**

February 2007

Prepared for
U.S. Department of Energy

Work Performed Under DOE
Contract Number DE-AC01-02GJ79491

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Acronyms

CAD	Corrective Action Decision
CDPHE	Colorado Department of Public Health and Environment
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
DOE	U.S. Department of Energy
EM	Office of Environmental Management
EPA	U.S. Environmental Protection Agency
GEMS	Geospatial Environmental Mapping System
ISM	Interim Surveillance and Maintenance
LM	Office of Legacy Management
LSO	Local Stakeholder Organization
NPL	National Priorities List
RFCA	Rocky Flats Cleanup Agreement
RFLMA	Rocky Flats Legacy Management Agreement
RFSC	Rocky Flats Stewardship Council (LSO)
RFSOG	Rocky Flats Site Operations Guide
ROD	Record of Decision
SARA	Superfund Amendments and Reauthorization Act of 1986
USFWS	U.S. Fish and Wildlife Service

Introduction

The Rocky Flats Site (Rocky Flats) is managed by the U.S. Department of Energy (DOE) Office of Legacy Management (LM), which was established in December 2003. The mission of LM is to effectively and efficiently manage the environmental and human legacy issues related to the U.S. Government's Cold War nuclear weapons program for current and future generations.

Throughout the course of cleanup of Rocky Flats, DOE has made it a priority to gather community opinion as part of its decision-making process. DOE continues its public involvement efforts as the focus of the Rocky Flats mission now turns to long-term operation, monitoring and maintenance of the site. The cleanup at Rocky Flats and the plans for long-term management of the site have benefited and are expected to continue to benefit from public involvement dialogue among state and federal regulators, stakeholder organizations, elected officials, and members of the general public.

This Legacy Management Public Involvement Plan complies with the public involvement requirement under the Comprehensive Environmental Response, Compensation and Liability Act of 1980 (CERCLA) as amended by the Superfund Amendments and Reauthorization Act (SARA) of 1986, and as implemented by the Rocky Flats Legacy Management Agreement (RFLMA). All community relations activities, including this Legacy Management Public Involvement Plan, continue to follow U.S. Environmental Protection Agency (EPA) and DOE guidance on public participation. This plan outlines the methods of public involvement and communication used to inform the public of site conditions and activities. LM is taking an active role in ongoing community involvement and will have a proactive role in all areas of interest to the public. Additional communications or notifications to stakeholders not specified in this plan may be addressed in other documents, such as the RFLMA and the Emergency Response Plan for Rocky Flats Site Dams. This plan will be updated as appropriate to address public involvement activities.

Site Description and Background

The Rocky Flats Plant was established in 1951 to perform a crucial role in the nation's defense effort: to produce plutonium and uranium components used in nuclear weapons. From 1953 until 1992, the mission of the Rocky Flats Plant was the production of nuclear weapons components. The majority of the triggers in the nuclear weapons stockpile were manufactured at Rocky Flats. Information on specific weapons containing Rocky Flats-built nuclear triggers remains classified. However, it is known that triggers built at Rocky Flats were used in multiple weapon types, including individual bombs, warheads, artillery shells, and atomic demolition munitions. The trigger contains the majority of the fissile material in a nuclear weapon. Parts were formed from plutonium, uranium, beryllium, stainless steel, and other materials. The Rocky Flats Plant also disassembled retired weapons to recover plutonium for reuse in weapons production.

Nuclear weapons production continued at Rocky Flats through the 1980s. In 1989, a series of events occurred that would interrupt and ultimately end production at the plant. Rocky Flats officially became a closure site in 1992 following the collapse of the former Soviet Union. The final mission of the Rocky Flats Closure Project was the safe cleanup and closure of the entire

former nuclear weapons production site in compliance with the Rocky Flats Cleanup Agreement (RFCA).

The site consisted of approximately 6,200 acres in northern Jefferson County, Colorado, approximately 16 miles northwest of Denver and seven to 12 miles from the communities of Boulder, Broomfield, Westminster, Arvada, Superior, and Golden. It is situated on a plateau at the eastern edge of the Front Range of the Rocky Mountains, at an elevation of about 6,000 feet. The site was divided into three geographic areas, each fenced and protected by security forces. The industrial area, consisting of 384 acres, was located in the center of the site. There were more than 800 structures in the industrial area that included approximately 150 permanent buildings and 90 trailers, plus temporary structures, sheds, tanks, and annexes to larger buildings. The protected area was located within the northern portion of the industrial area and contained a complex of plutonium production facilities. This area was heavily fenced and guarded. The Buffer Zone, the remaining 5,800 acres, surrounded the industrial area and protected the site from potential encroachment.

Site cleanup and closure was completed in October 2005, at a total cost of approximately \$7 billion. DOE will retain the approximately 1,300 acres of the Central Operable Unit that includes the former industrial area for long-term legacy management. The bulk of the former Buffer Zone, approximately 4,900 acres, will be transitioned to a National Wildlife Refuge under the auspices of US Fish and Wildlife Service (USFWS).

Regulatory Framework

In response to growing concern about health and environmental risks posed by hazardous waste sites, Congress established the Superfund Program in 1980 and SARA in 1986. EPA administers the Superfund Program in cooperation with individual states and tribal governments. The National Priorities List (NPL) is a list of top-priority hazardous waste sites that are eligible for extensive, long-term cleanup under the Federal Superfund Program. EPA placed the Rocky Flats Plant on the NPL in October 1989. All sites under the Superfund Program are regulated by CERCLA, as amended by SARA, and Subpart E of the National Oil and Hazardous Substances Pollution Contingency Plan, found in 40 *U.S. Code of Federal Regulations* Part 300.400. Rocky Flats was cleaned up under the requirements of CERCLA and the Colorado Hazardous Waste Act.

RFCA, signed in 1996, was the environmental regulatory framework for the cleanup and closure of Rocky Flats. RFCA was negotiated among DOE, EPA, and the state of Colorado. Additionally, the Rocky Flats National Wildlife Refuge Act (2001) prescribes an additional step to ensure that the lands transferred to USFWS are suitable for use as a refuge.

RFCA initiated the Remedial Investigation/Feasibility Study, a comprehensive environmental investigation conducted at Rocky Flats to identify the nature and extent of contamination and to determine the best cleanup solutions. A regulatory agreement for Rocky Flats, the RFLMA, implements the terms of the Corrective Action Decision/Record of Decision (CAD/ROD) and

supports legacy management activities after site closure. The CAD/ROD determines the final action or remedy for the site.

Before DOE can transfer any land to USFWS, EPA, under the terms of the Refuge Act, must certify that the cleanup is complete and the remedy is operating successfully. After EPA certification, DOE will transfer most of Rocky Flats property to USFWS. A periodic review of the remedy is required by CERCLA. This review will take place at least every five years and will determine whether the remedy at Rocky Flats remains protective of human health and the environment, or if additional actions need to be taken by DOE.

Community Profile

Rocky Flats is located in northern Jefferson County, Colorado, approximately 16 miles northwest of downtown Denver, a highly populated metropolitan area. The 2003 census figures indicate an estimated population of 3 million residents within a 50-mile radius of the site. Figure 1 shows a location map of the site and vicinity.

The site was a self-contained concentration of industrial buildings surrounded by ranch land, preserved open space, mining areas, and a low-density residential area. However, numerous developments are planned in close proximity to the site. The closest community is Rock Creek Ranch, originally developed in 1988 as part of the town of Superior. Plans are underway to develop Cimarron Park—426 acres off the southeast corner of Indiana and 96th Avenues—for industrial, office, and warehouse use. The Vauxmont Intermountain Community Project will include 500 homes and 8.8 million square feet of office and retail space and is just south of the Rocky Flats fence to Highway 72 and from Highway 93 to Indiana Avenue. The City of Broomfield has plans to develop Great Western Office Park on 301 acres. Along the Front Range, Jefferson and Boulder counties have been taking steps to add to their open space purchases as well.

The closest recreational area to the site is Standley Lake, which is approximately five miles away. The lake is used for boating, picnicking, and fishing. It is the primary water supply for the cities of Westminster, Thornton, and Northglenn. Other recreational activities include hiking and biking trails in the surrounding area. The Boulder open space area also has horseback riding trails just northwest of the site.

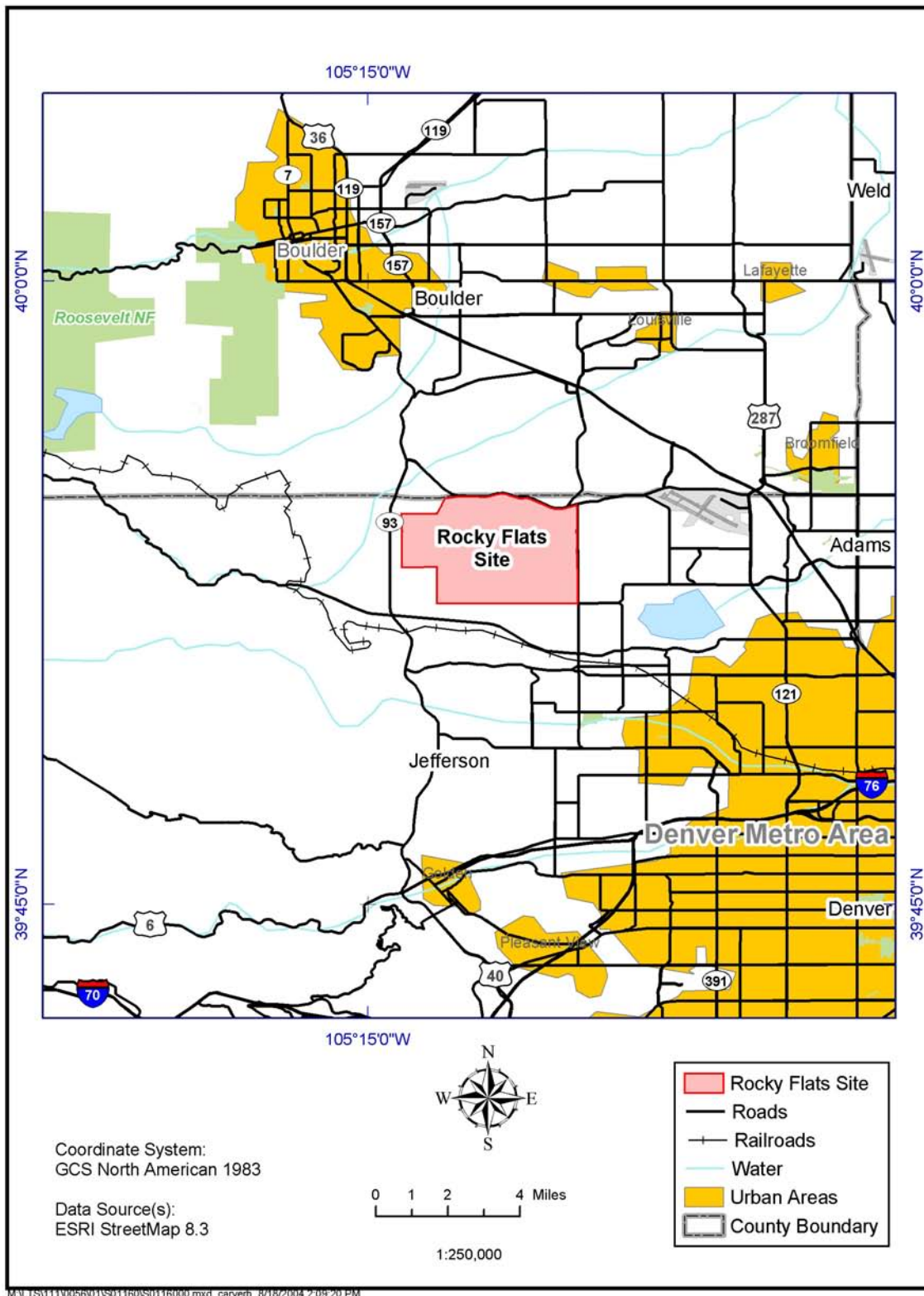


Figure 1. Rocky Flats Site Location Map

Stakeholders

DOE recognizes that stakeholders may be any affected or interested party, including, but not limited to:

- Rocky Flats Stewardship Council (Local Stakeholder Organization)
- Residents of Boulder County, City and County of Broomfield, Jefferson County, City of Arvada, City of Boulder, City of Golden, City of Northglenn, Town of Superior, and City of Westminster.
- Local governments
- State agencies.
- Elected State of Colorado officials.
- Federal agencies.
- Congressional delegations.
- Local media.
- Local elementary and secondary schools.
- Environmental organizations.
- Business owners.
- Service organizations.
- Retired Rocky Flats workers.
- Other interested individuals.

The Rocky Flats Stewardship Council was formed to comply with the requirements of the Ronald W. Reagan National Defense Authorization Act for Fiscal Year 2005, which included language that specifies the development of Local Stakeholder Organizations (LSOs) at three closure sites, including Rocky Flats. The purpose of the Rocky Flats LSO is to ensure continued public involvement after the CAD/ROD is signed and the site is in long-term operation, monitoring and maintenance. LSOs will provide a formal mechanism for local communities to continue to participate in the public involvement process as it relates to the monitoring and maintenance activities at Rocky Flats. The LSO and DOE will provide for active public participation as defined in this Legacy Management Public Involvement Plan and within the context of the LSO plan.

The Rocky Flats LSO responsibilities will be to:

- 1) Solicit and encourage public participation in appropriate activities relating to the monitoring and maintenance operations of Rocky Flats;
- 2) Disseminate information on the monitoring and maintenance operations of the site to the State of Colorado, neighboring cities and counties, and to persons and entities having a stake in the monitoring and maintenance operations of the site;
- 3) Transmit to appropriate managers or employees of DOE any questions or concerns on the monitoring and maintenance operations of the site from other government entities, or persons and entities referred to above; and
- 4) Perform such other duties as the Secretary of Energy and the LSO jointly determine appropriate to assist the Secretary in meeting the obligations of the Department at the site.

Roles and Responsibilities

LM is responsible for the long-term care of legacy liabilities at former nuclear weapons production sites following completion of cleanup efforts. The primary goals of the office are to:

- Protect human health and the environment through effective and efficient long-term surveillance and maintenance.
- Manage legacy land assets, emphasizing safety, reuse, and disposition.
- Maintain the accelerated actions and final remedy following approval of the CAD/ROD.
- Mitigate community impacts resulting from the cleanup of legacy waste and changing departmental missions.
- Administer retiree benefit plans for former contractor employees.
- Manage site records.

LM is responsible for the management of land retained by DOE and for compliance with the long-term requirements outlined in the RFLMA. Legacy management refers to all activities necessary to ensure protection of human health and the environment following completion of cleanup, disposal, or stabilization at a site or portion of a site and in perpetuity. These activities include maintaining all engineered and institutional controls designed to contain or to prevent exposure to residual contamination and waste; record-keeping activities; inspections to evaluate the condition of surface features; groundwater and surface water monitoring; maintenance of other barriers and contained structures; access control; emergency response; and posting signs.

Public Participation

Public participation is an important part of the CERCLA process. Public participation activities are conducted in support of the DOE goal of actively informing the public about Rocky Flats activities and the preparation of documents to provide opportunities for open, ongoing, two-way communication between DOE and the public.

DOE invites the general public, special interest groups, and local governments to participate early in the discussion of Rocky Flats activities and the decision-making process.

When site conditions warrant entering the consultative process with the regulators as described in the RFLMA, LM will initiate a contact record of discussions between the parties. Communications in the contact record will be made available to the RFSC and other interested stakeholders as early in the process as is practicable following signature approval by the parties. Additional dialogue with the public will also be established as warranted.

The following are general descriptions of LM's public participation activities.

Emergency Contacts

LM has established response mechanisms with local emergency responders in the unlikely event of an emergency at the site. LM will make notifications to established points of contact;

regulators, local elected officials, community officials, and congressional offices would also be informed in a timely manner if such a situation arises. LM will verify at least annually that the emergency contacts are current. The RFLMA and the LM Emergency Management System plan (under development) provide additional details on response actions and contingency planning.

Public Meetings

The establishment of a Rocky Flats LSO (RFSC) will provide the forum for stakeholders to continue a dialogue with DOE. LM plans to coordinate with the RFSC to hold one annual and three quarterly general public meetings during the first two years following LM's Oct. 13, 2005 assumption of responsibility for the monitoring and maintenance of the site to discuss issues of importance to stakeholders. These meetings will provide information about activities being conducted at the site and will present the results of annual site inspections. A portion of each meeting will be dedicated to the LM quarterly and/or annual report of site operation, monitoring and maintenance activities and technical discussion. LM plans to continue briefing elected officials through the RFSC to discuss new data trends or the evaluation of post-CAD/ROD changes. LM will evaluate the need and frequency for future meetings following the initial two-year period. Additional public meetings outside the forum provided by the RFSC may be conducted as warranted. LM welcomes direct communication concerning Rocky Flats at any time by contacting the LM site manager or Rocky Flats public affairs representative (contact information located in Appendix A). Direct communication may include technical discussion and briefings as requested.

Internet Website

LM will maintain a web page at http://www.lm.doe.gov/land/sites/co/rocky_flats/rocky.htm for Rocky Flats and will post site documents and make available online key documents associated with the remedy, including the final CAD/ROD, which can also be found at the EPA Region 8 Reading Room. CERCLA documents will be posted on the LM website soon after they are released. DOE designed the Geospatial Environmental Mapping System (GEMS) to provide dynamic mapping and environmental monitoring data display for LM sites. Stakeholders can use GEMS to view a map of a site, photographs, and water-quality and water-level data. Water-quality and water-level data are available in table and graph formats. A GEMS site for Rocky Flats is accessible through a link on the LM Rocky Flats web page.

Administrative Record

In accordance with 40 *U.S. Code of Federal Regulations* (CFR) 300.810 and the RFCA, DOE established and maintains an Administrative Record for Rocky Flats. The Administrative Record includes the documents that formed the basis for the selection of the final action, or remedy, such as guidance documents, evaluations, and data; notices of public comment periods; public comments; decision documents; and enforcement orders. LM plans to maintain the Administrative Record.

An electronic, digitized copy of the Administrative Record is available on the LM Rocky Flats website. Copies of documents contained in the Administrative Record may also be obtained by

responding to a link on the AR webpage or contacting the Rocky Flats public affairs representative (contact information located in Appendix A).

Documents for Public Review and Comment

LM will provide opportunities for stakeholders to review and comment on documents as required by CERCLA regulations, including 5-year reviews. These documents will be posted on the LM Rocky Flats website and collected and maintained in a site file or appropriate Administrative Record. DOE anticipates the number of documents developed to be minimal. The RFLMA explains how DOE will fulfill its operation, monitoring and maintenance obligation at the site. An Annual Report addressing all legacy management activities at Rocky Flats will be posted on the LM website.

News Releases and Community Advisories

LM will issue news releases and/or community advisories regarding LM documents or significant monitoring and maintenance activities. These news releases or advisories will be distributed to news media, the RFSC and other interested stakeholders and will be posted on the LM website.

Public Reading Room

DOE established and maintains a Public Reading Room at the Front Range Community College, College Hill Library, to provide convenient public access to documents and information related to Rocky Flats. The Public Reading Room contains reference items consisting of technical documents, news clippings, videotapes, journal articles, annual reports, environmental restoration, and decontamination and decommissioning decisional documents. Paper copies of some documents in the Administrative Record are also available for public review at the reading room..

Access to the Rocky Flats Reading Room index is available online through the College Hill Library catalog at: <http://catalog.westminster.lib.co.us/ipac20/piac.jsp?profile=ch#focus>. The reading room address and library hours are as follows:

Front Range Community College
College Hill Library
3705 West 112th Avenue
Westminster, CO 80030
(303) 469-4435

Hours:

9:00 a.m. – 5:00 p.m. Monday – Thursday; 10 a.m. – 5 p.m. Friday

LM is currently evaluating options for the future location of the Public Reading Room; by law, DOE must and will make documents available to the public. However, the future location of the reading room has not been determined. DOE recognizes that the Public Reading Room is an

important asset to local stakeholders and will involve them in decisions regarding changes to the reading room.

Publications

LM will prepare fact sheets as needed to describe LM monitoring and maintenance activities. These fact sheets will be posted on the LM Rocky Flats web page.

Speakers Bureau

LM has committed to provide at least one DOE staff person at the site for at least two years following LM's Oct. 13, 2005 assumption of responsibility for the monitoring and maintenance of the site. This on-site staff person, or LM representative, will give presentations on Rocky Flats as requested.

Contact Database

LM maintains a contact database of all stakeholders associated with any LM site.

Site Tours

LM will conduct stakeholder and media tours of Central Operable Unit on a limited basis.

Appendix A

Information Contacts

<i>DOE Office of Legacy Management</i>	
<p>Scott Surovchak Rocky Flats Site Manager U.S. Department of Energy Office of Legacy Management 11025 Dover St., Suite 1000 Westminster, CO 80021 (720) 377-9682 Email: scott.surovchak@lm.doe.gov</p>	<p>Bob Darr Rocky Flats Public Affairs S.M. Stoller Corporation 11025 Dover St., Suite 1000 Westminster, CO 80021 (720) 377-9672 Email: bob.darr@lm.doe.gov</p>
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<p>Carl Spreng Rocky Flats Hazardous Waste Program Manager Colorado Department of Public Health & Environment 4300 Cherry Creek Drive South Denver, CO 80246-1530 (303) 692-3358 Email: carl.spreng@state.co.us</p>	<p>Marion M. Galant Community Involvement Specialist Colorado Dept. of Public Health & Environment 4300 Cherry Creek Drive South Denver, CO 80246-1530 (303) 692-3304 Email: marion.galant@state.co.us</p>

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